

**CONNECTICUT  
DEPARTMENT OF EMERGENCY  
SERVICES AND PUBLIC  
PROTECTION  
DIVISION OF EMERGENCY  
MANAGEMENT AND HOMELAND  
SECURITY**

**EPPI 2014 AFTER ACTION REPORT**

**September 4, 2014**

**FOR OFFICIAL USE ONLY**

JOHN M. WARREN

Manager

Operations, Training and Exercise

Department of Emergency Services & Public Protection

Division of Emergency Management & Homeland Security Office

WILLIAM J. HACKETT

State Emergency Management Director

Department of Emergency Services & Public Protection

Division of Emergency Management & Homeland Security Office

WILLIAM P. SHEA

Deputy Commissioner

Department of Emergency Services & Public Protection

Division of Emergency Management & Homeland Security Office

**Connecticut Department of Emergency Services and Public Protection  
Division of Emergency Management and Homeland Security (DEMHS)  
Table of Contents**

Table of Contents.....	iii
Executive Overview.....	1
Executive Summary.....	3
Event Scenario.....	5
Analysis of Core Capabilities.....	7
Exercise Objectives.....	10
Appendix A: Improvement Plan.....	A
Appendix B: Exercise Participants.....	B

**FOR OFFICIAL USE ONLY**

This page intentionally left blank

**Connecticut Department of Emergency Services and Public Protection  
Division of Emergency Management and Homeland Security (DEMHS)**

# **EPPI Statewide Exercise, 2014**

---

After-Action Report/Improvement Plan

September 4, 2014

The After-Action Report/Improvement Plan (AAR/IP) aligns exercise objectives with preparedness doctrine to include the National Preparedness Goal and related frameworks and guidance. Exercise information required for preparedness reporting and trend analysis is included; users are encouraged to add additional sections as needed to support their own organizational needs.

# EXERCISE OVERVIEW

<b>Exercise Name</b>	Emergency Planning and Preparedness Initiative (EPPI) 2014
<b>Exercise Dates</b>	June 21 and 23, 2014
<b>Scope</b>	This exercise was an Operations Based Exercise, planned for six hours of play repeated on two separate days throughout the State. This exercise was primarily intended to simulate State-wide preparation, response, and recovery to a major hurricane event. Involvement included municipal, state and non-governmental players. A coordinated, multi-disciplinary regional approach was necessary to address the scenario and appropriate representatives from all disciplines should participate in the exercise.
<b>Mission Area(s)</b>	Prevention, Protection, Mitigation, Response, and Recovery
<b>Core Capabilities</b>	<p>Planning</p> <p>Operational Coordination</p> <p>Mass Care Services</p> <p>Operational Communications</p> <p>Situational Assessment</p>
<b>Objectives</b>	<p><b>OBJECTIVE 1 - Planning</b> Municipalities will use their Local Emergency Operations Plan (LEOP) to implement an appropriate Incident Action Plan (IAP) with particular focus on <b>integration</b> with functional needs, in response to the results of a CAT 1 Hurricane and to review hurricane preparedness.</p> <p><b>OBJECTIVE 2 – Operational Coordination</b> Municipalities will activate their local Emergency Operations Center (EOC) and convene Unified Command, coordinate and collaborate operational response to the community’s needs, and to review hurricane preparedness.</p> <p><b>OBJECTIVE 3 - Mass Care Services</b> Convene municipal mass care/functional needs working group. Exercise, either functionally or through a tabletop, local evacuation plans, with focus on functional needs. Exercise, either functionally or through tabletop, local sheltering plans, with focus on functional needs and at risk populations.</p>



**OBJECTIVE 4 – Communications**

- Test your means of communication (Phone, WebEOC, Radio etc.). Review and plan for public messaging related to storm preparedness, response and recovery, with focus on functional needs.

**OBJECTIVE 5 – Resource Management**

- Municipalities with assigned Decontamination Trailers and Prime Movers, inspect for operational readiness of those assets that are stationed across the state.

**Threat or Hazard**

Category I Hurricane weather related threat and hazard.

**Scenario**

The Scenario consists of a Category I Hurricane that impacted the entire State of Connecticut. The exercise progressed from preparation as the storm was approaching the State to the storm making landfall, the first 24 hours and then recovery up to five days after landfall.

**Sponsor**

State of Connecticut Department of Emergency Services and Public Protection, Division of Emergency Management and Homeland Security

**Participating Organizations**

Municipalities throughout the State of Connecticut as well as the two Tribal Nations, State Military Department, multiple State Agencies and Federal Partners including FEMA, and many Private Partners including the American Red Cross, and those from the Utility and Communications Industry.

**Points of Contact**

**Exercise Director: John Warren**

DESPP/DEMHS  
25 Sigourney Street  
Hartford, CT 06106  
860-250-6158 (cell)  
[John.Warren@ct.gov](mailto:John.Warren@ct.gov)

**Lead Exercise Planner: Gary Ruggiero**

DESPP/DEMHS  
25 Sigourney Street  
Hartford, CT 06106  
860-256-0841 (office)  
860-706-5539 (fax)  
[Gary.ruggiero@ct.gov](mailto:Gary.ruggiero@ct.gov)

## Executive Summary

On Saturday June 21 and Monday June 23, 2014, the State of Connecticut Division of Emergency Management and Homeland Security (DEMHS) conducted the third annual Governor's Emergency Planning and Preparedness Initiative (EPPI 2014) statewide exercise.

The scenario for this exercise consisted of a Category 1 Hurricane that impacted the entire State of Connecticut to some degree. This provided an opportunity to test command staff, supporting leaders, and operational staff in municipalities, private sector business, non-governmental organizations, and State agencies in successfully planning, coordinating, and synchronizing efforts during an emergency. The exercise tested pre-landfall planning and preparedness and post landfall recovery issues.

Some of the overall objectives covered were: 1) for municipalities to convene their Unified Command at their respective Emergency Operations Centers (EOC); 2) test Local/State/Utilities Communications Processes/Procedures and communicating with their DEMHS Regional Coordinator; 3) test Mass care, sheltering and feeding of evacuated or displaced members of their population; and 4) address the requirements to support functional needs populations, and engage those populations in the planning and preparedness process.

This Functional exercise was driven by over two hundred injects, that were part of a Master Scenario Events List (MSEL). The delivery of the Injects was accomplished by a SimCell composed of state, local and non-governmental agencies. The Injects were sent via Everbridge and phone, and hand delivered with WebEOC being used as a backup means. This flow of information was continuous throughout the exercise.

This AAR is intended to assist the State of Connecticut in its efforts to improve current plans and procedures as they apply to responses to natural and Man-made disaster.

Exercise Locations for field exercises:

Participating hospitals in exercise:

Rockville General Hospital, William W. Backus Hospital, Manchester Memorial Hospital, St. Mary's Hospital, Greenwich Hospital, New Milford Hospital, Danbury Hospital, St. Francis Hospital and Medical Center, John Dempsey Hospital, Bristol Hospital, Windham Community Memorial Hospital, Charlotte Hungerford Hospital (Saturday), Norwalk Hospital, Johnson Memorial Hospital, St. Vincent's Medical Center, Yale-New Haven Hospital, Hartford Hospital, Middlesex Hospital, Bridgeport Hospital

Participating American Red Cross Regional Shelters:

Shelters opened Saturday: Bridgeport, Groton, Torrington, and East Hartford.  
Shelter opened on Monday: Killingworth

ARES radio teams co-located with all shelters, ARC HQ. & SEOC

## Event Scenario

A simulated category one (1) hurricane hits the entire state. This will provide an opportunity to test command staff, supporting leaders, and staff in municipalities, private sector business, non-governmental organizations, and State agencies in successfully planning, coordinating, and synchronizing efforts during emergency response and recovery activities with an emphasis on Mass Care and individuals with functional needs.

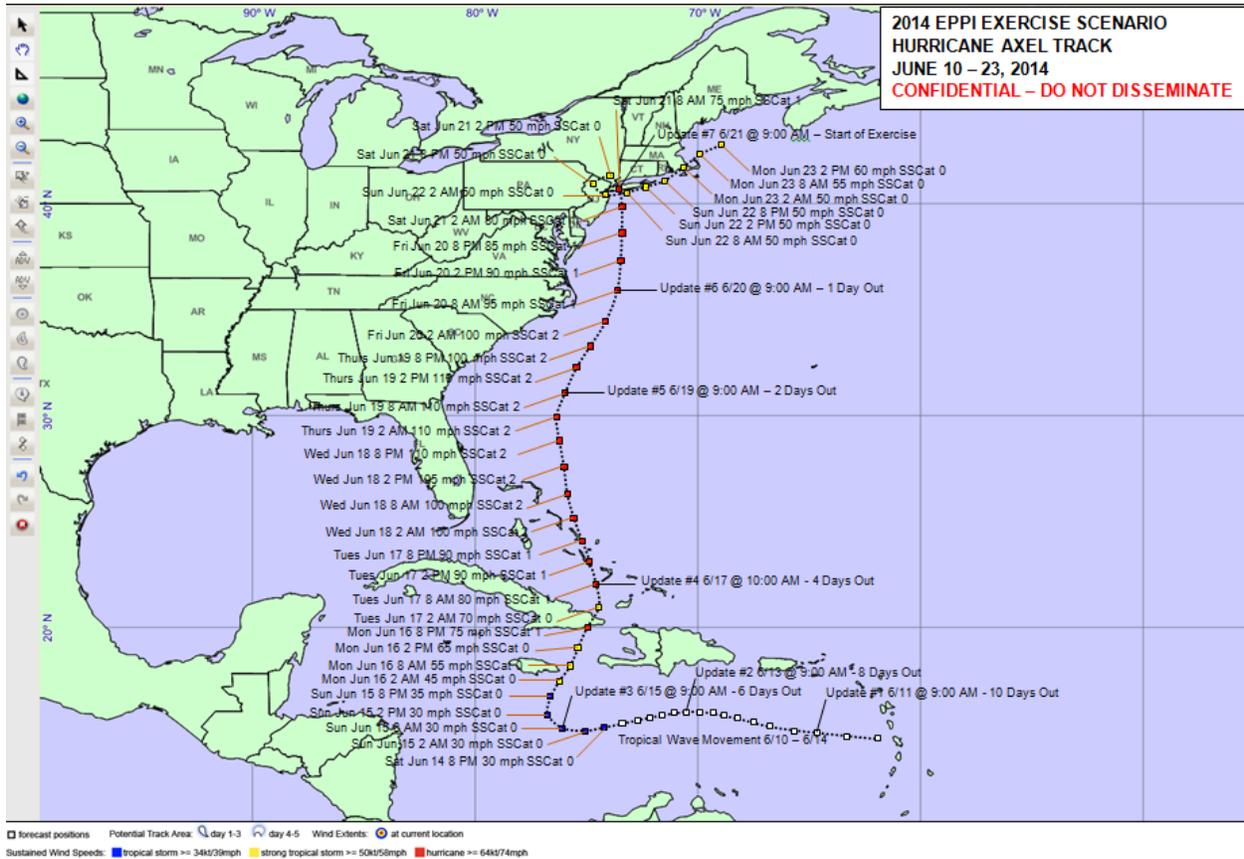
Time: Saturday, June 21, (***Monday, June 23 used the same timeline and date as Saturday***)

The Hurricane will arrive during the time of the full moon and associated high tides in Long Island Sound causing damage due to high winds, and flooding along shore line communities. This event is preceded by a period of very wet weather causing rivers and streams to overrun their banks in the upland communities. Immediately following the storm's departure a front bringing more rain and high temperatures and humidity arrives. Due to the time of the storm arrival foliage is in full bloom causing many trees to come down on power-lines, roads, and into rivers and streams causing blockages and flooding issues. Due to flooding, evacuations are maybe considered in low-lying areas around the shore and near river communities and shelters opened up to handle evacuees.

***The exercise took into account: the pre –storm planning phase, the storm response phase and two (2) storm recovery phases (immediately after – 10 to 24 hours) and long term (5 days plus after).***

Emails were sent out starting on the Monday June 16<sup>th</sup> to check exercise communication delivery options (emails/ListSrv/Everbridge) thru Friday the 20<sup>th</sup>. These communications emails included pre-event planning injects and attachments that contained and informational items such as check lists and documents that will be helpful in addressing the exercise's activities.

Storm path:



## ANALYSIS OF CORE CAPABILITIES

Aligning exercise objectives and core capabilities provides a consistent taxonomy for evaluation that transcends individual exercises to support preparedness reporting and trend analysis.

Table 1 includes the exercise objectives, aligned core capabilities, and performance ratings for each core capability as observed during the exercise and determined by the evaluation team.

Objective	Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
<p><b><u>OBJECTIVE 1 - Planning</u></b> Municipalities will use their Local Emergency Operations Plan (LEOP) to implement an appropriate Incident Action Plan (IAP) with particular focus on integration with functional needs, in response to the results of a CAT 1 Hurricane and to review hurricane preparedness.</p>	Planning		<b>S</b>		
<p><b><u>OBJECTIVE 2 – Operational Coordination</u></b> Municipalities will activate their local Emergency Operations Center (EOC) and convene Unified Command, coordinate and collaborate operational response to the community’s needs, and to review hurricane preparedness.</p>	Operational Coordination		<b>S</b>		

Objective	Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
<p><b><u>OBJECTIVE 3 – Mass Care Services</u></b></p> <p>Convene municipal mass care/functional needs working group. Exercise, either functionally or through a tabletop, local evacuation plans, with focus on functional needs. Exercise, either functionally or through tabletop, local sheltering plans, with focus on functional needs and at risk populations.</p>	<p>Mass Care Services</p>		<p><b>S</b></p>		
<p><b><u>OBJECTIVE 4 – Communications</u></b></p> <p>Test your means of communication (Phone, WebEOC, Radio etc.). Review and plan for public messaging related to storm preparedness, response and recovery, with focus on functional needs.</p>	<p>Communications</p>		<p><b>S</b></p>		

Objective	Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
<p><b><u>OBJECTIVE 5 – Resource Management</u></b></p> <p>Municipalities with assigned Decontamination Trailers and Prime Movers, inspect for operational readiness of those assets that are stationed across the state.</p>	<p>Mass Search and Rescue Operations</p>		<p><b>S</b></p>		
<p><b>Ratings Definitions:</b></p> <ul style="list-style-type: none"> <li>• Performed without Challenges (P): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws.</li> <li>• Performed with Some Challenges (S): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws. However, opportunities to enhance effectiveness and/or efficiency were identified.</li> <li>• Performed with Major Challenges (M): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s), but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, procedures, regulations, and laws.</li> <li>• Unable to be Performed (U): The targets and critical tasks associated with the core capability were not performed in a manner that achieved the objective(s).</li> </ul>					

**Table 1. Summary of Core Capability Performance**

The following sections provide an overview of the performance related to each exercise objective and associated core capability, highlighting strengths and areas for improvement.

**Objective 1: Planning - Municipalities will use their Local Emergency Operations Plan (LEOP) to implement an appropriate Incident Action Plan (IAP) with particular focus on integration with functional needs, in response to the results of a CAT 1 Hurricane and to review hurricane preparedness.**

### **Core Capability: Planning**

**Strength 1:** Participating municipalities reported the use of their LEOP in preparation of an IAP with a focus on functional needs of the community.

**Strength 2:** Bundled injects allowed municipal unified command to review LEOPs for relevancy and kept them engaged.

### **Areas for Improvement**

**Areas of Improvement:** Many of the state's smaller towns reported insufficient staff to perform activities like WebEOC.

**Analysis:** The states' smaller (mostly rural) municipalities do not have sufficient staff to perform all of the functions of an Emergency Operations Center.

**Objective 2: Operational Coordination - Municipalities will activate their local Emergency Operations Center (EOC) and convene Unified Command, coordinate and collaborate operational response to the community's needs, and to review hurricane preparedness.**

### **Core Capability: Operational Coordination**

**Strength 1:** Responding municipalities opened their respective EOCs and established a unified command structure.

**Strength 2:** Responding municipalities through their unified command simulated or actually opened a shelter with a focus on functional needs; simulated or actually evacuated a functional needs facility.

**Strength 3:** Those municipalities that do not have shelters capable of supporting functional needs residents simulated relocation of these individuals to accommodations that can support them.

### **Areas for Improvement**

**Area for Improvement 1:** Municipalities identified shelters not currently equipped to accommodate certain functional needs population.

**Area for Improvement 2:** Municipalities identified transportation gaps in support of functional needs populations.

**Analysis:** Through simulated or actual support to functional needs populations, gaps have been identified in both transportation and sheltering.

**Objective 3: Mass Care Services - Convene municipal mass care/functional needs working group. Exercise, either functionally or through a tabletop, local evacuation plans, with focus on functional needs. Exercise, either functionally or through tabletop, local sheltering plans, with focus on functional needs and at risk populations.**

### **Core Capability: Mass Care Services**

**Strength 1:** Municipalities identified review of their ESF6 Mass Care Annex within their LEOP in support of exercise specific injects.

**Strength 2:** Several communities noted specific methods of collecting data on functional needs residents within their community and how to reach them to alert them when it is necessary to evacuate them to a shelter.

**Strength 3:** Several communities noted that their continued working relationships with healthcare facilities made it easier to train in evacuating individuals with functional needs.

### **Areas for Improvement**

**Area for Improvement 1:** Several communities did not have shelters capable of accommodating functional needs individuals but had made arrangements to transfer them to another community that could.

**Area for Improvement 2:** Identifying functional needs individuals in the community. While many communities have various methods of identifying these individuals no method is fully successful.

**Area for Improvement 3:** Transportation during emergencies. In an emergency, normal transportation methods may not be available or over-whelmed. Alternate means must be identified and exercised to see if they can meet requirements.

**Analysis:** Facilities and transportation resources used in support of mass care services identified gaps in accommodating functional needs individuals.

**Objective 4: Communications - Test your means of communication (Phone, WebEOC, Radio etc.). Review and plan for public messaging related to storm preparedness, response and recovery, with focus on functional needs.**

### **Core Capability: Communications**

**Strength 1:** Municipalities used Email, telephone (landline), high band radio, and fax. WebEOC was used to provide sitreps to the DEMHS regional office and posting activities to the SEOC, including an inject board. ARES radio teams were incorporated into the exercise and provided communications support to various participating components with great success.

**Strength 2:** The Everbridge System was successfully tested through notification and delivery of exercise critical information to municipalities, state agency partners and task forces. Based on this test this system will be used as the primary notification system of DESPP/DEMHS (based on 2013 EPPI AAR/ IP).

**Strength 3:** Municipalities tested communications with local health departments and healthcare facilities in support of their functional needs population.

### **Areas for Improvement**

**Area for Improvements 1:** Sporadic availability of WebEOC hindered municipal reporting, situational awareness and inject status. Towns were required to divert to alternative methods.

**Area for Improvements 2:** A minimal number of communities had difficulty initiating or maintaining communications with the exercise team.

**Analysis:** DAS/BEST has identified the appropriate corrective action and incorporated into their weekly maintenance plan for the WebEOC system. Functional needs individuals not identified due to privacy issues or not registering with local community. More training with communications equipment and procedures.

**Objective 5: Resource Management - Municipalities with assigned Decontamination Trailers and Prime Movers, inspect for operational readiness of those assets that are stationed across the state.**

**Core Capability: Resource Management**

**Strength 1:** State purchased assets were distributed to municipalities that volunteered to house, maintain and utilize them for emergencies (these municipalities also agreed to make them available through MOU/MOAs).

**Strength 2:** Physical assessment of operational readiness of critical asset

**Strength 3:** Updated POC, physical location of asset and administrative information.

**Area for Improvements:**

**Area for Improvements 1:** Asset shortcomings identified by questionnaire need to be addressed.

**Area for Improvements 2:** Per MOU, accomplish maintenance to support operational readiness.

**Area for Improvements 3:** Statewide assessment of asset has not been done since 2009.

**Analysis:** Recurring operational readiness inspections needs to be conducted on this asset.

## APPENDIX A: IMPROVEMENT PLAN

This IP has been developed specifically for DEMHS and other state organizations as a result of 2014 EPPI conducted on June 21 & 23, 2014.

Core Capability	Issue/Area for Improvement	Corrective Action	Primary Responsible Organization	Organization POC	Start Date	Completion Date
Core Capability 1: Planning	Limited capabilities due to small staff	Train additional staff	Emergency Mgt.	EMD	9/2014	On-going
Core Capability 2: Operational Coordination	1 - Shelters not meeting functional needs population requirements	Modify or indentify shelters that can support functional needs populations	Emergency Mtg.	EMD	9/2014	On-going
	2 - Transportation gaps to support functional needs population	Identify additional resources to close gaps	Local Govt. & Emergency Mgt.	EMD	9/2014	On-going
Core Capability 3: Mass Care	1 - Identifying functional needs individuals in the community	Continual updating of current methods of collecting this information	Local DSS, DPH, EMO, NGOs	Individuals selected by each organization	9/2014	On-going
	2 - Transportation issues during emergency events	Alternative methods should be identified and exercise to see they are capable of meeting requirements	Local DSS, DPH, EMO, DOT	Individuals selected by each organization	9/2014	On-going
Core Capability 4: Communications	1 - WebEOC had connectivity issues during the exercise	BEST implemented a maintenance schedule	DAS	Agency POC	9/2014	completed

<b>Core Capability</b>	<b>Issue/Area for Improvement</b>	<b>Corrective Action</b>	<b>Primary Responsible Organization</b>	<b>Organization POC</b>	<b>Start Date</b>	<b>Completion Date</b>
Core Capability 4 (cont): Communications	2 - Some communities had trouble communication with the exercise team during the exercise	Staff training on equipment and procedures	Local EMD	various	9/2014	On-going
Core Capability 5: Resource Management	1 - Shortcomings identified by questionnaire	Repair or replace	Asset holder	POC of asset holder	9/2014	On-going
	2 - Maintaining asset operational readiness schedule	Adopting a permanent maintenance schedule	Asset holder	Asset POC	9/2014	On-going
	3 - An annual state-wide assessment review	To insure asset readiness	Asset holder	Asset POC	9/2014	On-going

## APPENDIX B: EXERCISE PARTICIPANTS

Participating Organizations
<b>State agencies</b>
DESPP-DEMHS
DPH
CTNG
DAS
DDS
DoAg
DEEP
DOT
CSP
DDS
DCF
DMHAS
DOC
USCG
211
Debris Management Task Force
Commodities Task Force
Mass Care Task Force
165 Municipal Governments and 2 Tribal Nations
USAR
Capitol Region Council of Governments
Regional Catastrophic Planning Team
<b>NGO</b>
American Red Cross
Northeast Utilities
United illuminating
AT&T
Version